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ABSTRACT

The work of the Committee on Continuing and Community Education in British Columbia (composed of adult educators from universities, vocational schools, community colleges, school districts, and a community education center), forms the basis of this report. (The committee was appointed to study and recommend future policy on funding, administration, and programing of adult education activities of all public educational institutions.) Overall, higher educational priority and increased provincial government financial support for adult education is advocated. The recommendations presented stress the need for adoption of the concept of lifelong learning, tuition-free educational opportunity for every citizen to a level of grade 12 or its equivalent, and the government's role in the development of adult education. Major content is presented in seven sections: (1) The Present Situation, (2) Goals and Principles, (3) Structure and Roles (coordination of provincial and district levels and the roles of institutions), (4) Finance, (5) Special Concerns (program development and access, training in adult education, research, and collective agreements), (6) Issues for Further Investigation, and (7) Summary of Recommendations. The appendixes include a glossary, program categorization table, suggested funding guidelines, a schedule of public meetings, and a list of briefs, letters, etc. submitted to the committee. (SH)

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REPORT
of the
COMMITTEE
on
CONTINUING
and
COMMUNITY EDUCATION
in
BRITISH COLUMBIA

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December 1976

The Honourable Dr. Patrick L. McGeer
Minister of Education
Parliament Buildings
Victoria, British Columbia

Dear Mr. Minister:

It is my privilege to submit to you the Report of the Committee on Continuing and Community Education in British Columbia.

We trust that the results of the Committee's deliberations will prove of lasting educational service to the citizens of our province.

Respectfully,

Ronald Faris

Dr. Ronald Faris,
Chairman

PREFACE

In June 1976, Education Minister Dr. Patrick L. McGeer appointed the Committee on Continuing and Community Education to study and recommend future policy on funding, administration, and programming in this field. The committee, composed of adult educators from universities, vocational schools, community colleges, school districts, and a community education centre, was directed to focus on the adult education activities of all public educational institutions and to report to the minister in December 1976.

The Committee on Continuing and Community Education operated concurrently with the Commission on University Programs in Non-Metropolitan Areas (Winegard) and the Commission on Technical, Vocational, and Trades Training (Goard). The Winegard Report referred the question of continuing professional education to this committee. It also raised the issue of media approaches to the delivery of a wide range of university and other programs and the potential of regional university centres to meet adult education needs.

Similarly, the Goard Commission surveyed several areas of common interest. Examples of shared concerns are the part-time vocational-technical student; the future of adult basic education programs sponsored by Canada Manpower; the use of an open college for vocational-technical programming; the investigation of Western European systems of paid educational leave; and adult counselling, including career exploration.

To facilitate co-ordination between the two commissions and this committee, Dr. Ronald Faris served as the ministerial representative on the Winegard Commission, while

staff members assigned to the Goard Commission participated in this committee's deliberations. The committee's recommendations, along with those of the Winegard and Goard commissions, provide guidelines for new post-secondary education and training legislation expected in the spring of 1977.

To provide for informed public discussion of the issues, committee members met in July and August to prepare a background paper that would serve as a basis for both discussion at public meetings and written submissions from concerned individuals and organizations. By mid-September, 6,000 copies of this document had been distributed throughout the educational system, to other ministries, and to public and private agenices involved in adult education. Advertisements were published in newspapers throughout the province to inform citizens of the committee's work and of the opportunity to obtain copies of the background paper.

During the last two weeks of October, 19 public meetings were held throughout the province. Because of the enthusiastic public response, an additional day of meetings was held in Vancouver. The committee received 153 briefs and 46 letters. Eighteen oral presentations were heard at the public meetings, which averaged 3½ hours and provided an opportunity for discussion between committee members, those who made presentations, and other interested participants.

The predominant response came from professional associations such as those of nurses, engineers, foresters, and recreation personnel; private and volunteer adult education agencies such as YMCA-YWCA, museums, and libraries; publicly supported adult education institutions; including school boards, colleges, universities, and the British

Columbia Institute of Technology; and concerned citizens' groups such as Status of Women, CARE, and the Toastmistress Club.

Attendance at the meetings exceeded 600, but it is estimated that more than 1,000 British Columbians became involved through either their interested organizations or citizen meetings held in centres not visited by the committee. Despite the limited time for preparation the quality of the briefs presented was excellent. It was gratifying to listen to and read the clear expressions of concern, to feel the strength of commitment, and to share in the involvement of so many professional adult educators, school and post-secondary educators, and interested citizens generally.

Given the complex nature of the committee's task and its limited time, this report is not an attempt to present a detailed blueprint for action. Rather, it offers recommendations for future directions, structures, and processes. The committee recognizes that while many of its recommendations could be implemented soon, others are of a long-term nature and would require further study and planning if they were to be successfully carried out.

MEMBERSHIP OF COMMITTEE

Michael Clague
Executive Director
Britannia Community Services Centre
Vancouver

Dorothy Clode
Director of Continuing Education
School District No. 66
(Lake Cowichan)

Jack Cooper
Principal
British Columbia Vocational School
Burnaby

George Coulson
Head
Community Education Services
Vancouver

William Day
Dean of Curriculum
Douglas College
New Westminster

Dr. Lawrence Devlin
Director of Continuing Education
University of Victoria
Victoria

Dr. Gary Dickinson
Principal
East Kootenay College
Cranbrook

Dr. Ronald Faris
Chairman
Superintendent of Communications
Ministry of Education
Victoria

Dr. Glen Farrell
Associate Director of
Continuing Education
University of Victoria
Victoria

Dr. Dennis Foth
Director
of Extension Evening Programs
Simon Fraser University
Burnaby

Alfred Glenesk
Principal
Community Education Services
Vancouver Community College
Vancouver

Sydney Gowland
Director
Community Education Services
Okanagan College
Kelowna

Jo Lynne Hoegg
Director of Community Education
Simon Fraser University
Burnaby

David Hume
Director
Industry Services Division
British Columbia Institute
of Technology
Burnaby

Jindra Kulich
Director
Centre for Continuing Education
Vancouver

Arthur McKilligan
Vice-Principal
British Columbia Vocational School
Burnaby

Donald McKinnon
Supervisor of Instruction
(Community Education)
School District No. 36
(Surrey)

William Robertson
Co-ordinator
Directed Studies Development
British Columbia Institute
of Technology
Burnaby

Gordon Selman
Associate Professor
Adult Education Department
The University of British Columbia
Vancouver

Dr. Frederick Speckeen
Principal
College of New Caledonia
Prince George

Gordon Thom
Principal
British Columbia Institute
of Technology
Burnaby

Eric Woodroff
Dean
Community Education Services
Fraser Valley College
Abbotsford

George Worobey
Director of Adult Education
School District No. 28
(Quesnel)

HIGHLIGHTS OF RECOMMENDATIONS

This report advocates higher educational priority and increased provincial government financial support for adult education. The rationale for this position is that society, as well as the individual, is enriched by adult education. The following recommendations reflect this concern as expressed not only by the committee but also by respondents to the background paper.

1. That the concept of life-long learning be adopted as basic to the planning of the total public educational system in British Columbia.
2. That the government place in statute a statement of purposes and goals with respect to the development of adult education in the province.
3. That a mechanism be established to provide more vigorous provincial leadership and co-ordination for adult education.
4. That the government affirm in legislation that all public educational institutions and authorities have a responsibility to provide an appropriate range of continuing and community educational services.
5. That a provincial "open college" be established to satisfy a wide range of adult education needs, especially those in non-metropolitan areas.
6. That statutory provision be created for the formation and operation of district adult education councils, using the criteria of school district boundaries, with representation from all public adult education programming agencies in the district and appropriate representation from local private agencies and the citizenry.

7. That provincial funding policy for adult education include the following components:

   a) A basic administrative and support services grant to designated public educational institutions;

   b) Program-support grants to designated institutions based on units of instructional hours for specified program categories;

   c) Special-project grants to district adult education councils and community college councils in support of activities specified under the role of such councils.

   d) All provincial grants for adult education be designated for that purpose.

8. That every citizen be given the opportunity, on a tuition-free basis, for educational upgrading, up to and including the grade 12 level or its equivalence.

9. That there be developed an integrated approach whereby the community colleges and school districts are mandated to provide adult education programs as specified under their respective roles; and that the community college assume responsibility for all forms of adult education should the school district choose not to become involved.

10. That community schools be recognized and supported by provincial ministries such as health, human resources, and the provincial secretary and be legitimized by the Ministry of Education as an inherent school board function where:

    a) The board of trustees has designated the school as a community school with a defined community education role;

    b) An elected or appointed advisory council is functioning;

    c) A full-time, salaried co-ordinator is employed.

11. That priority be given to areas of special concern such as development of career information and educational counselling services, adult basic education, English as a second language, and continuing professional education.

12. That further investigation of systems of paid educational leave and public funding of voluntary associations be undertaken.

Section 1

THE PRESENT SITUATION

Adult education in British Columbia has changed dramatically in the last 20 years. Originally a relatively small undertaking concentrated in the extension activities of universities and a few night-school programs, it has grown to a substantial and varied range of courses and programs serving about 340,000 adults. Enrolment data compiled by the Ministry of Education for 1975-76 show 66,045 enrolments in university continuing education programs, 117,494 in college community education courses, 140,952 in school district adult education, 12,911 in BCIT adult education services, and 3,547 in the evening programs of the provincial vocational schools.

School Boards

School boards provide adult education programs in 26 school districts, 11 of which are in the Lower Mainland area. Their programs fall into three main categories -- academic upgrading, vocational upgrading, and general interest and leisure. In addition, 40 schools in the province have been designated by school boards as community schools. These schools provide some adult education programs as part of their function.

Funding for programs comes from three sources. A grant of $5 an instructional hour for approved courses plus a small administrative allowance, is provided by the province. The school board contributes funds from its local tax base, and students pay tuition fees. In the

calendar year 1975, the sources of revenue were: 47 per cent from fees, 34 per cent from the provincial government, 17 per cent from local taxes, and 2 per cent from the federal government. This distribution of income by source varies considerably from district to district and is quite different from that of other post-secondary sectors.

Community Colleges

Community colleges operate adult education programs in areas where school boards have transferred their adult education to colleges. In most regions colleges co-operate with school boards to provide adult education services. Sixty-seven of the 75 school districts provide a local tax base for colleges. In return for this support, colleges provide university transfer, career technical, academic upgrading, and vocational programs. In 45 districts, where the college is also responsible for the provision of general interest and leisure programs, these are offered on a self-supporting basis, whereby instructional costs are recovered from tuition fees. This funding principle generally applies to school boards, to universities, and to BCIT. In most districts, colleges use school board facilities to provide many of their adult education programs.

Colleges receive 100 per cent provincial funding for vocational programs, a small portion of which is allocated to part-time studies. Funding for university transfer programs is provided from provincial and local tax sources on a 60:40 ratio. There is no provincial funding designated specifically for general interest or non-credit programs, financial support for these being dependent on allocations made to that function from the college budget and student tuition fees.

Vocational Schools

The B.C. Vocational School, Burnaby, the Haney Educational Centre, and the B.C. Mining School in Rossland, are the only vocational schools in the province unaffiliated with a community college. They are a provincial resource for adult education. A large number of their programs are held within their immediate region as is the case with other provincial institutions. The vocational schools offer a variety of programs, including trade-qualification refresher programs, at locations both on and off campus. Funding for provincial vocational schools' adult education programs depends on allocations from the over-all budgets of the institutions.

British Columbia Institute of Technology

The British Columbia Institute of Technology provides consulting and programming services for industry, and adult education for those who require upgrading or career training in a variety of specialized areas. Through its Career Programs Division, BCIT offers its credit courses to the adult population primarily through evening or weekend classes. Through its Industry Services Division, BCIT creates programs for public or private organizations wherever they may be required. The Institute works with industrial, professional, and para-professional organizations in the private sector, as well as co-operatively with agencies in the public sector such as community colleges, school boards and government ministries.

Funding for BCIT's adult education programs is provided from budget allocations within the institution, as well as from contracts and student fees. As in the case of BCVS Burnaby, BCIT operates on direct provincial grants.

Public Universities

The three public universities in British Columbia provide adult education in areas of evening and off-campus credit study, continuing professional education and general interest non-credit programs. Most of these programs, organized by an adult education division with each of the universities, are provided in the communities where the universities are located. The universities do have a mandate to deliver their resources throughout the province, and therefore, regardless of location, try to respond to needs that may be expressed by school boards, colleges, special community groups, and professional associations.

Financial support for university adult education programs is partly alloted from the over-all university budget, but most of it comes from tuition fees.

Relationships

Each of the public educational institutions has defined for itself the role it will play in adult education. The range of courses offered is a reflection of that role, although other factors such as financial resources and the degree of priority it attaches to adult education also affect the picture. Adult education programs offered by post-secondary institutions are largely influenced by their respective full-time regular programs. To a lesser extent, this also

is true of adult education programs offered by school boards. Community schools, however, have a somewhat different orientation to the adults they serve, and their offerings may not be influenced by children and youth programs. These institutions are engaged in substantial adult education programs to serve adults who wish to continue their learning.

Other Agencies

Although the committee's terms of reference called for a focus on adult education in public educational institutions, it was recognized that a number of other public agencies also play a significant role. Foremost among them are the recreation commissions, museums, libraries, archives, and art galleries. Local, provincial, and federal levels of government also maintain education, training, funding, or informational units that serve their employees and specific public groups. Provincial ministries of agriculture, health, human resources, recreation and conservation, and the provincial secretary represent five agencies that perform continuing roles in adult education.

The private sector also provides adult education, including training activities in business and industry; proprietary schools; trade, fraternal, and service organizations; labour unions; churches; YMCA-YWCA; and a variety of other voluntary associations.

Section 2

GOALS AND PRINCIPLES

There is a growing awareness throughout the world of the need for increased educational opportunities for adults. For example, UNESCO is conducting a world-wide discussion of adult education policy development. Some Canadian provinces -- such as Alberta, Saskatchewan, and Quebec -- introduced legislation in recent years that has created new systems for adult education. In British Columbia, comments made to the Task Force on the Community College (1974) and to the Commission on University Programs in Non-Metropolitan Areas (1976) emphasized the need for such services, as has a succession of briefs presented to the Ministry of Education in recent years by provincial organizations of adult education. The demand is growing so rapidly that soon there will be more adults engaged in formal part-time and full-time education than youths in the public school system.

Goals

The challenges, problems, and opportunities of contemporary society are such that people must continue to develop if they are to cope effectively with modern conditions. The pace of change is so rapid in all areas of life that the only satisfactory response is to continue to learn and adapt throughout one's lifespan. Basic to planning for the development of education in British Columbia must be the concept of providing satisfactory opportunities for life-long learning.

From the viewpoint of the individual, vocational training is a necessity if one is to keep up with changes in the fields of

employment, to play an effective part in varied social roles such as those of citizen, parent, group member; and to experience satisfying self-development, as well as the useful employment of leisure time. From the social or community view that component of life-long learning which involves vocational training is one of the most promising factors in the promotion of an efficient work force while other aspects of life-long learning develop harmonious relations among the various groups in society and improve the quality of community life.

The provision of a satisfactory system of opportunities to learn throughout a lifespan will entail considerable expansion and improvement of adult education in British Columbia. Whereas we have a comprehensive, well-staffed, and reasonably well-financed educational system for children and youth, this is far from the case with respect to educational opportunities for those who have left the school system. In the words of the final Declaration of the World Conference on Adult Education held in Montreal in 1960:

> Nothing less will suffice than that people everywhere should come to accept adult education as a norm and that governments should treat it as a necessary part of the educational provision of every country.

Such a policy not only will contribute to individual happiness and social betterment, but also will be in keeping with the underlying assumption of our democratic society: that individuals have within themselves the capacity to grow, to make sound judgements, and to contribute to the betterment of community life.

The objectives of an adult education system in British Columbia should be:

- To provide equal opportunities for all citizens to continue to learn throughout their adult years and to develop their potential in all areas of human interest and activity.
- To contribute to the improvement of the quality of community economic, and social life.

To further these objectives, the committee recommends that:

1.1 The concept of life-long learning be adopted by the provincial government as basic to the planning of the total public educational system in British Columbia and that such a view be incorporated in legislation.

1.2 The provincial government greatly increase the priority which is accorded to adult education, especially in the academic, community, and general education areas (see Appendix B). This should include increased financial support for adult education; the appointment of a senior official in the ministry to be responsible for adult education; the creation of advisory and co-ordinating bodies as recommended in this report; and the provision of an adequate and qualified support staff in the ministry so that it could carry out its responsibilities in this field.

1.3 The government develop and place in statute a statement of purposes and goals with respect to the development of adult education in the province.

1.4 The government affirm in legislation that all public educational institutions and authorities have a responsibility to provide an appropriate range of continuing and community educational services at times and under conditions appropriate for adult students.

1.5 The Ministry of Education ensure a periodic review of educational programs for adults and, following consultation with the public, establish at regular intervals appropriate priorities in this field.

Principles

As adult education assumes a more central role in the total educational system, it is important that its future directions be clarified. The committee sees a number of trends in adult education developing in the coming years, and believes that these trends must be nurtured if the learning needs of adults are to be satisfied.

Adult education may well become a major part of the total educational system. As this occurs, it should be treated in a manner similar to that of other components of the system. In which event, basic financial and personal resources should be available upon the identification of need for adult educational services. There will be increased pressure on institutions offering adult education programs to have a presence at the community level, or perhaps even at the neighbourhood level.

In response, institutions offering adult education must develop effective ways of decentralizing personnel and providing wider access to services and facilities.

There will be increasing public participation in adult education activities in the coming years. Not only will the number of adults engaged in continuous learning increase but also the participants will play a more significant role in determining what programs should be offered and in evaluating their effectiveness. Greater emphasis on the process of learning also will occur; consequently, the relationship between participants and educators will call for more

expertise and different kinds of skills to enable the adult education system to become more responsive to people's needs.

In every community there are people with skills and knowledge worth sharing, and physical facilities such as schools that could be utilized more effectively. So that learning may occur where people feel at ease, meeting places such as living rooms and service club halls, should be used.

Taxpayers will insist that there be more co-operation between educational insititutions in the coming years. Effective co-ordination and co-operation at the community, regional, and provincial levels also will be essential to ensure the most efficient use of the limited resources available for adult education.

With these observations in mind, the committee recommends that:

2.1 Legislation for adult education emphasize:

a) More systematic provision of adult education services;

b) Localized provision of programs and services;

c) Increased public participation in decision-making on programs and services;

d) Greater emphasis on the processes of adult learning and the development of skills to enhance it;

e) Maximum utilization of existing resources;

f) Increased co-operation among the institutions and agencies providing adult education;

g) Sufficient decentralization of adult education resources to ensure greater equality of access to all citizens.

Section 3

STRUCTURE AND ROLES

A. CO-ORDINATION

Provincial Level

A recurrent theme in the deliberations of the committee was the need for more active leadership in adult education on the part of the provincial government. The committee also recognized the need for co-ordination among ministries of government that are involved in adult education programs of one type or another. The committee therefore recommends that:

1.1 Either a ministerial or provincial council mechanism be established to provide more vigorous provincial leadership and co-ordination in the field of adult education.

a) Ministry Option

The ministry must develop an internal capability to perform a leadership role in such areas as policy development and implementation, funding management, identification of program priorities, research and training needs, data collection, and policy and program evaluation.

Staff requirements would include the appointment of a deputy minister or associate deputy and of senior staff in the areas of program development, administration, training, and research -- together with three to five area field staff to work with colleges, school boards, and district adult education councils on program development and the dissemination of program and policy information.

A minister's advisory committee should be established to provide continuing advice on policy development and implementation. Its membership should represent the interests of both adult-students and professional programmers.

b) Provincial Continuing Education Council Option

This mechanism would involve the establishment of a council that reflects professional and adult-student interests as well as geographical representation. The term "continuing education" is suggested for such a council in order to distinguish its concerns from those of any other existing or future mechanisms. The council would assume responsibility for policy development and implementation, funding management, identification of program priorities, research and training needs, data collection, and policy and program evaluation.

Staff requirements for this project would be similar to those described under the ministerial structure in that a senior administrative officer, together with support and field staff, would be needed.

The committee therefore recommends that:

1.2 Regardless of the mechanism chosen to provide provincial leadership to adult education, an inter-departmental committee be established to co-ordinate government initiatives in adult education.

District Level

It is essential that the programs and services for adult education be co-ordinated at the community level to avoid needless duplication of programs, and to ensure periodic review of the adequacy of the services. It is also desirable that interested citizens and groups have an opportunity to contribute to the development of adult

education programs. To facilitate both these processes, and to provide a means for making local-level judgments on the potential usefulness of special projects in the field, the committee recommends that:

2.1 Statutory provision be created for the formation and operation of adult education councils at the district level, with representation from all public adult education programming agencies in the area, and appropriate representation from private agencies and the citizenry. In metropolitan areas, or where desired, such councils may organize on an area or regional basis.

2.2 The provincial authority provide procedural guidelines for establishing a district adult educational council, for determining its membership, and for the financial support that may be provided to it.

2.3 Each district council be empowered to establish contact committees at the local level within the district if deemed useful for purposes of effective program development.

2.4 The responsibilities of the district adult education council shall include:

a) Co-ordination of programs in its locale;

b) Assessment of needs and review of the adequacy of programs;

c) Identification of priorities for the development of further services;

d) Decision-making regarding the utilization of special project funds made available by the provincial authority;

e) Assistance to community groups in the planning and operation of program services when requested;

f) Submission of recommendations at least once yearly to the provincial authority on the development of adult education services.

2.5 The adult education staff of the college or school board work closely with the district adult education council, and with local contact committees if established, to facilitate implementation of the council's functions.

2.6 Funds be provided for special projects developed by district adult education councils for accomplishing one or more of the following purposes:

a) Providing services to disadvantaged groups which, in the council's judgment, are not being adequately served;

b) Assisting citizen groups to play a more effective part in organizing or influencing adult education activities in their district;

c) Encouraging examination and study of problems and issues of importance to local agencies.

2.7 Funds be provided for special projects developed by the governing councils of community colleges for accomplishing one or more of the following purposes:

a) Providing services to disadvantaged groups which, in the council's judgment, are not being adequately served;

b) Assisting citizen groups to play a more effective part in organizing or influencing adult education activities in their region;

c) Encouraging examination and study of problems and issues of importance to regional agencies.

2.8 The allocation of special project funds to district adult education councils and college councils could be made through one of the following options, which are identified in order of the committee's preference:

a) A block grant for projects approved by the councils, with project reports being submitted to the provincial authority.
b) Funds to be held on account by the provincial authority for dispersal on request by individual councils;
c) Funds disbursed on the basis of project proposals approved by the authority.

B. THE ROLES OF INSTITUTIONS

Provincial

Provincial institutions are defined as the British Columbia Institute of Technology, British Columbia Vocational School, Simon Fraser University, The University of British Columbia, University of Victori and any other publicly supported education institution having a mandate through statute or provincial regulation to provide educational services throughout the province. These institutions are seen as a provincial resource that must be made available to all citizens. While the programs offered through these institutions are available in their immediate area, their provision on a province-wide basis is insufficient to meet current demands. Additional educational services not likely to be extended into rural areas until such activity is mor clearly stated as part of the roles of provincial institutions and until the necessary funds can be obtained. The committee therefore recommends that:

3.1 The responsibility of provincial institutions to provide programs for adult education in all geographical areas be clearly defined in acts governing those institutions and be reflected in practice.

3.2 The particular program responsibility of provincial institutions be continuing professional and career education in specialized field

of study; non-degree programs for which provincial institutions have unique resources; senior-level post-secondary courses off campus; and community-oriented programs in subject areas that cannot be or are not offered through other public educational institutions.

3.3 Designated development funds be provided to provincial institutions for the purpose of adapting curricula to delivery by distance-education methods such as radio, television and print techniques.

3.4 Provincial institutions having unique resources or a proven capability for developing curricula for delivery by distance-education methods be designated as part of a provincial consortium to co-ordinate the development of such material.

3.5 The development and delivery of programs from provincial institutions be undertaken in co-operation with professional associations, ministries of government and private industry, and district institutions for programs designed to meet specific local needs.

3.6 Provincial institutions provide leadership in research in adult education, and in the provision or co-ordination of the training of those wishing to practise in various applied adult education fields.

Colleges and School Boards

School boards have long been active in offering adult education programs. With the development of community colleges, many school boards, particularly those in rural areas transferred their adult education programs to the regional colleges. There are, however, several regions in which both the college and the school boards are actively offering programs without the benefit of guidelines on their respective roles. The committee believes that participants would be better served, and institutional relationships would be more harmonious and co-operative, if such guidelines were provided by the Ministry of Education.

The committee considered several alternatives that would achieve this goal. Two obvious ones are to mandate either the colleges or the school boards as the responsible authority. However, to do that would be to ignore the well-established programs currently underway through both institutions. Furthermore, it would not draw on the collective strengths and the unique resources each has to offer. The committee therefore recommends that:

4.1 An integrated approach be adopted in which the community colleges and school boards are mandated to provide adult education programs as specified in recommendations 7 and 8. The community college shall assume responsibility for all forms of adult education when the school board, through negotiation, chooses not to become involved.

4.2 Where a school board decides not to become involved, the college would deploy staff on a school district basis.

4.3 Where a school board does remain involved, it receive an administrative grant and be eligible for program grants in a manner similar to that of a college.

4.4 Staff deployed throughout the region, whether under the jurisdiction of the community college or the school board, work closely with the district adult education council to facilitate the council's functions.

4.5 At least twice yearly, the college convene a meeting of all district-level staff, together with a representative from each district adult education council, for the purposes of exchanging program information, addressing program and special project needs of a regional nature, and evaluating college programming performance.

4.6 Where a school board has designated certain schools in its district as community schools, services required for the adult education com-

ponent of the community school program may be obtained through the school board, the community college, or other adult education agencies.

4.7 Regardless of the role of the school board, the community college (notwithstanding the role of provincial institutions) retain primary responsibility for the following programs:

a) Academic transfer;

b) Career, technical, and vocational education in fields in which the college has unique resources;

c) Academic upgrading (college preparation) opportunities for adults pursuing college-level programs;

d) Co-operative delivery of continuing professional education for professional associations and provincial institutions;

e) In consultation with school boards, special areas of adult basic education such as:

1) Basic literacy;

2) Basic training for skill development;

3) Employment orientation for women;

4) Basic job-readiness training;

5) Other adult basic programs and services.

f) Initiation of programs of regional concern and, in co-operation with participating school boards, programs of general education in fields in which the college has unique resources;

g) Programming relationships with ministries and agencies of the provincial government that require a regional approach to program development and delivery;

h) Initiation of programs dealing with community concerns.

4.8 Where the school board maintains an adult education role, it shall have primary responsibility for the provision of adult education programs in the following areas:

a) Academic opportunities for adults who require academic upgrading or require courses for secondary school graduation;

b) General-interest education;

c) Vocational education in program areas offered as part of the school curriculum or for which the school has unique resources;

d) Initiation of programs dealing with community concerns.

Community Schools

The recent development of the community school concept within the public school system of British Columbia is recognized by the committee as an important aspect of community education, since one of the functions of community schools is to provide adult education. Community school co-ordinators have a good working knowledge of local needs and have provided important programs, particularly for the disadvantaged and others not usually reached through traditional adult education practices. In addition, community schools, by the nature of their openness to the community, are effective means of providing adult education programs offered by colleges and school boards. Many community schools have an atmosphere in which the whole family can participate in the educational process and in which adult education programming can enhance the programs for children from kindergarten to grade 12 by involving parents and other adults in the school.

Many community schools draw upon resources of local government agencies and provincial ministries. Recognition and financial support by provincial ministries such as health, human resources and the provincial secretary will assist in development of more effective community schools.

To foster continued growth of the community education functions of community schools, the committee recommends that:

5.1 The community school be recognized as an effective means of community education by which learning needs can be identified and programs delivered at the neighbourhood level.

5.2 Community schools be recognized and supported by provincial ministries such as Health, Human Resources, and the Provincial Secretary and be legitimized by the Ministry of Education as an inherent school board function where:

a) The board of trustees has designated the school as a community school with a defined community education role;

b) An elected or appointed advisory council is functioning;

c) An appointed full-time, salaried, co-ordinator is employed.

A formula should be developed to establish appropriate upper limits on the number of designated community schools for each school district.

5.3 Designated community schools be eligible for administrative and support service funding through one of the following mechanisms:

a) The provincial authority for adult education, for that portion of the co-ordinator's duties that is devoted to adult education programming;

b) On the basis of the instructional unit as applied to the regular school system.

5.4 Designated community schools be eligible for program funding through the provincial authority for services qualifying for adult education program support.

5.5 Greater use of the provisions in Section 171 of the Public Schools Act be encouraged for capital and operational funding of community schools.

C. RELATIONSHIP WITH RECREATION AGENCIES

More than 400 recreation commissions or similar groups throughout the province are involved to varying degrees in the provision of sports and fitness activities, leisure programming, and recreational leadership training for adults. In such wide-ranging program involvement, recreation invariably intersects with adult education. This interface ranges from the municipal and institutional level to the senior governmental level. Co-ordination should start at the ministerial level and continue down to the local level. The general goal of co-ordination is to effectively and efficiently provide services in the general-interest and leisure-education program areas. The committee therefore recommends that:

6.1 The provincial authority and the Ministry of Recreation and Conservation clarify their respective program responsibilities in the areas of adult education and leisure activities.

6.2 Representation from both recreation commissions and district adult education councils be specified in the guidelines for membership in these organizations.

6.3 In the case of small districts, the joint appointment of staff at the operational level be encouraged between adult education and recreation programming agencies.

6.4 Every effort be made to effect the sharing of programs, administration, facilities, and equipment between public recreation and public adult education resources.

Section 4

FINANCE

Public adult education activities in B.C. are now financed on the basis of tuition fees and public funds from local or provincial governments. Funding by governments has been subject to fluctuation, and often has been channeled through public educational institutions whose other functions receive priority over adult education. Provincial grants-in-aid to school board adult education programs are made on varying ad hoc bases under authority of the Ministry of Education. Provincial support of programs offered by colleges, BCIT, and B.C. Vocational School varies from one institution to another depending on the differing forms of agreement for the sharing of certain operating expenditures. In the case of the universities, there are no funds specifically designated for the support of adult and continuing education.

Provincial financial support of adult education is on an extremely ad hoc basis; consequently, effective planning is frustrated and accountability for the expenditure of public funds is difficult to achieve. The committee therefore recommends that:

1.1 A provincial funding policy for adult education include the following components:

a) A basic administrative and support services grant to designated public educational institutions;

b) Program grants to designated institutions based on units of instructional hours for identified program areas;

c) Special project grants allocated to both district adult education councils and community college councils to support activities specified under the role of such councils.

d) All provincial grants for adult education be designated for that purpose.

1.2 Administrative and support grants to colleges and school boards (referred to in 1.1a) be approved on a per capita basis, using the school district population as the unit of analysis (see Appendix C).

1.3 Where colleges and school boards share responsibility for providing adult education services as outlined in 4.7 and 4.8, pages 18-19, administrative support to colleges shall be by special arrangements with the Ministry of Education.

1.4 Program grants to colleges and school boards consist of two components:

a) An instructional hour amount for each specified program classification up to a ceiling calculated on a per capita basis, using the school district population as the unit of anaylsis;

b) A differential grant to compensate for varying population densities in each school district.

See Appendix C for a description of optional procedures for the disbursal of program grants.

1.5 Special project grants be determined and provided as follows:

a) To district adult education councils, on a per capita basis, using the school district population as the unit of analysis (such grants allowing for maintenance costs of local contact committees);

b) To community college councils, on a per capita basis in each college region.

1.6 Designated funds to support adult education functions of various provincial institutions be provided in two ways:

a) New funding equivalent to at least 1 per cent of the annual operating budget of each provincial institution be provided directl to the continuing education administrative unit. Such funding would be in addition to that currently allocated by the institution This would permit the extension of program development to geographical areas distant from the central campus and to members of the public whose needs match the curriculum and resources of these institutions;

b) An innovative project-development fund, controlled by the the provincial authority, to be disbursed to provincial institutions on the basis of project proposals accepted by the authority.

1.7 All public educational institutions establish a permanent trust account for the purpose of receiving and disbursing all monies granted in support of adult education activities. All trust accounts would be subject to an annual audit, with a report being forwarded to the provincial authority. Locally raised revenue would have to compensate for deficit spending.

1.8 Part-time students in academic, career, technical, or vocational programs, regardless of institutions, be eligible for public financial support from scholarships, bursaries, loans, and similar awards, and according to the same criteria as those applied to full-time students. No person should be denied the opportunity because of inability to pay tuition fees, to participate in

education programs generally available in the community.

1.9 Institutions be permitted to establish their criteria for the assessment of tuition fees, except that:

a) Whenever an institution offers the same course in more than one location, a uniform fee must be charged;

b) All part-time students in academic, career, technical, and vocational programs at publicly supported educational institutions should be supported by provincial grants up to the same level as that of full-time students.

c) An institution should not be prevented from offering educational services to those willing and able to pay.

1.10 The maintenance and depreciation of public educational facilities and equipment resulting from all increased use shall be a part of the total annual budget of the institution.

1.11 Facilities owned by separate tax-supported agencies shall be shared on a free basis, except for direct costs incurred through their increased utilization.

Section 5

SPECIAL CONCERNS

A. PROGRAM DEVELOPMENT

Program Priorities and Processes

The development of an effective adult education program is a continuing process in which the educational needs of the community become identified and satisfied. In some instances adult education services lack the capacity to identify and meet needs; in others, the resources are available but are not directed in the areas of need because of other factors; in still other instances the problem is a lack of evaluation to determine whether needs are being met by the programs provided. To improve the program development process, the committee recommends that:

1.1 The provincial authority finance the development of high priority special programs such as adult basic education, English as a second language training, public affairs education, labour education and education related to enriching community and family life.

1.2 Particular consideration be given to the special educational needs of the disadvantaged, the handicapped, women, the elderly, and immigrants.

1.3 The provincial authority assist local adult education programmers by acting as a clearing house for information on present and proposed programs.

1.4 Institutions involved in adult education employ a wide range of needs-identification techniques at the local level to identify and assess program requirements.

Career Information and Educational Counselling Services

Career information and educational counselling services, particularly for adults, are areas of concern at all levels of education. Among the factors that contribute to making this a major problem are the large number of adults who are below the level of functional literacy; the confusion or lack of knowledge about programs, especially in the career area and the increasing social problems resulting from technological change, economic disparity, urban alienation, and family breakdown. By drawing upon the existing resources of professional counselors in educational institutions, other private and public professional counselling services, and volunteer services provided by citizen groups and non-professional counselors this major social problem can merely be alleviated. To solve it, much more must be done. The committee therefore recommends that:

2.1 Additional financing be provided by the provincial authority for the ex sion of career information and educational counselling services for adu

2.2 The provincial authority ensure the availability of pre-service and in-service training programs for counselors of adults. This might include the appointment of a qualified field-staff person to provide support and counselor training for local counsellors.

2.3 The provincial authority encourage the development and maintenance of provincial informational services on career programs for adults.

2.4 Public adult education agencies be given provincial and institutional funds to establish walk-in counselling centres in their communities. These centres should be integrated into the services of Canada Manpower, public libraries, and other agencies concerned with adult counselling and informational services in the community.

2.5 Maximum use be made of local counselling resources, including peer, lay and professional counselors.

2.6 Informational and counselling services be tailored to the needs of specific client groups.

2.7 Diagnostic and remedial capabilities of existing counselling centres be upgraded to include the appropriate up-to-date materials and resources for adults.

Adult Basic Education

Approximately 330,000 British Columbians over the age of 15 left school without having completed grade 9. Many of them need some form of assistance before any formal study could begin; others require a "second chance." Most of these people are Canadian-born, and many have rural backgrounds.

Apart from the human and social cost of what UNESCO terms "functional illiteracy", the economic cost is too great to be ignored. Recent Canada Manpower cost-benefit studies clearly indicate the social and economic benefits of assisting adults with basic literacy skills in order to become more productive members of society.

Although the committee recognizes that not all adults are capable of performing at the high school level, the relatively few adult basic education programs being offered and welcomed by adults indicate that much more could be achieved were the capacity for services to be expanded. The committee therefore recommends that:

3.1 The Ministry of Education recognize and take the initiative to meet the acute need for expansion of adult basic education and literacy programs.

3.2 Every citizen be given the opportunity, on a tuition-free basis, for educational upgrading up to and including the grade 12 level or its equivalence.

3.3 The funding, administration, instruction, curriculum development, and research necessary to achieve the goal above be facilitated by setting a priority not lower than that given to basic education for youth.

3.4 A provincial co-ordinator for adult basic education be appointed at an early date.

3.5 One institution be designated and funded as a provincial centre for adult basic education curriculum development.

3.6 Recognition be given to the fact that many adults have learning disabilities that must be accommodated through special instructional approaches in order to facilitate learning.

3.7 Adult basic education programs be provided in non-institutional settings when appropriate.

3.8 Dependence on Canada Manpower for programs with an adult basic education emphasis (BTSD, EWO, BJRT etc.) be lessened.

3.9 The Ministry of Education finance the development of a standard, individualized adult basic education program.

3.10 Pre-service and in-service training needs of basic education administrators, counselors, and instructors be given consideration in professional-development programs at all levels in the system.

3.11 Learning materials for adult basic education students be provided on the same basis as for all children and youth.

3.12 Adult basic education programs encompass social and personal development skills, as well as academic instruction.

English as a Second Language

British Columbia experiences a particularly high and steady influx of immigrants who require English-language training to assimilate their new culture. In addition, many Canadian citizens require assistance in the effective use of written and oral English. Both groups often are reluctant to seek such help because of either their inability to pay the fees for instruction in English as a second language, or their unfamiliarity with our educational system. Recognizing the historical responsibility of the federal government in this field, the committee recommends that:

4.1 The Ministry of Education negotiate with federal authorities toward the implementation of the following recommendations:

4.2 The provincial authority take steps to expand the availability of instruction in English as a second language for adults.

4.3 To provide provincial leadership in the development of training in English as a second language, one institution be designated and receive appropriate funding for professional leadership in this important field.

4.4 The provincial authority finance the development of an individualize program in English as a second language.

4.5 Adequate funding be provided so that no tuition fee need be charged citizens or landed immigrants for courses that are part of a program of English as a second language.

4.6 Programs be made available in non-institutional settings when appropriate and at times convenient to the learner.

Continuing Education in the Professions

Generally, professional associations are legally responsible for the maintenance of a professional competence and the provision of new skills and knowledge for their members. Some responsibility rests, of course, with the individual. Educational institutions, primarily universities, become involved when the associations are unable or unwilling to provide upgrading opportunities. The universities, BCIT and professional associations provide continuing education for some professions, but there is only limited provision for others. The problem is more complex in non-metropolitan areas, where access to programs is a difficulty. The committee therefore recommends that:

5.1 Institutions that provided the original entry training for the professions also be the main providers of continuing education in co-operation with the professional associations and, where appropriate, with the community colleges.

5.2 Professional associations be encouraged to establish continuing education funds for their members.

5.3 Appropriate ministries provide equalization grants to institutions for professional continuing education to standardize the fees throughout the province. The grants would cover additional costs of travel for resource persons.

5.4 Distance education methods and materials be developed and utilized to a degree necessary to meet the continuing education needs of professionals working in sparsely populated areas.

5.5 Modularized curriculum units be developed through close co-operation among teaching institutions, professional associations, and the appropriate ministries; and that, wherever possible these be developed on an inter-disciplinary or inter-professional basis so that they could be used in continuing education programs in a number of professions.

5.6 BCIT and the community colleges be given a special role in continuing education for para-professionals and technicians, especially in fields for which they provide original entry training.

B. ACCESS

Open College

Access to adult education varies greatly, depending upon such considerations as the type and size of a community, distance from the programming agency, priorities of the educational institutions, local weather conditions, financial resources of the individual or family, cultural backgroud of the prospective student, work schedules and family responsibilities, an individual's health or handicaps, and attitudes and skills of the individual with respect to the use of educational resources.

Special problems are inherent in providing adult education services in non-metropolitan areas. Because of geographic factors, administrative and program delivery costs often are much higher than those in urban areas. Potential students are generally widely scattered, and in the more remote areas often have lower educational standing than those of the urban population. In several rural districts, more than 40 per cent of the adult population has not completed grade 8. There is limited instructional talent available in some rural areas, and the costs of in-service training are high.

While present funding policies for adult education are partly responsible for this inequality of access, the problem also exists because of a lack of delivery systems for other than face-to-face instruction. Alternative approaches to program delivery, involving media and other distance education methods, require further development. For example, facilities such as radio, television, cablevision systems, and libraries are under-utilized both provincially and locally.

To cope with the problems of providing opportunities for learning at a distance, the committee's background paper proposed that the open college approach of using packaged programs be considered. The open college clientele was seen principally as adults who are unable to participate, for geographic or other reasons, in traditional classroom methods, or those who prefer alternative instructional approaches.

The background paper further suggested that program offerings of an open college be similar to those of a comprehensive community college. That is, the open college appropriately would be concerned with:

a) Adult Basic education programs.

b) University transfer courses at the first-year and second-year levels.

c) Vocational up-grading courses.

d) Courses transferable to BCIT and any new provincial institutes.

e) Continuing education for professional and occupational groups.

f) Other programs and courses upon request.

The committee foresees participating community colleges performing a facilitating and accrediting function as they use open college programs.

As a result of the positive reaction expressed in briefs and at public meetings, especially those held in rural British Columbia, the committee recommends that:

6.1 The Ministry of Education, in concert with the community colleges and other interested institutions proceed to develop an open college.

6.2 The open college provide opportunities for learning at a distance by offering a core of programs up to and including the second year of community college offerings.

6.3 The open college, on a gradual basis, identify and evaluate appropriate packaged programs developed elsewhere; co-ordinate and assist in the development of packaged programs by colleges and other post-secondary educational institutions; and develop programs of a high priority.

6.4 The open college be governed by a board comprising:

a) Representatives of the Council of B.C. College Principals'

b) Representatives of participating post-secondary institutions;

c) Officials of the Ministry of Education;

d) Interested and knowledgeable citizens.

Program and Production Support

Throughout this report, the committee has identified those agencies and institutions having responsibility for the development and supply of educational programming in continuing and community education. Reference also is made to the difficulty that the institutions encounter in rural communities when outside resources are required for this process. In addition, the expense and difficulty of producing and distributing quality media programs (radio, television, film, etc.) often prohibit program delivery. The committee therefore recommends that:

7.1 The provincial authority seriously consider the development of a capability for the supply and/or co-ordination of educational program support services.

Library Support

Historically, public librarians have been allies of adult education. As experts in the collection and distribution of learning materials, they have performed important roles in support of formal and independent adult study. In non-metropolitan areas, libraries perform an especially important role in the distribution of books, films, and other learning materials.

At a number of their public meetings, committee members heard of the need to strengthen both the public and college libraries. They also heard that more effective library services could be provided if co-operative systems were developed among the libraries. The committee therefore recommends that:

8.1 The Ministry of Education develop minimum standards for post-secondary libraries.

8.2 The Ministry of Education support the Library Development Commission's plan for regional public library development.

8.3 The Ministry of Education, in concert with the Library Development Commission, provide the leadership necessary to encourage inter-library co-operation at local, regional, and provincial levels.

8.4 The provincial government gives a high priority to the development of a Provincial Union Catalogue in machine-readable form, as was recommended in the Report of the Commission on University Programs in Non-Metropolitan Areas.

8.5 Library services in the secondary schools be made available to adult students on the same basis as students in the regular secondary school program.

C. TRAINING IN ADULT EDUCATION

Although several provincial institutions -- chiefly UBC -- conduct a substantial number of credit and non-credit programs, there still are insufficient in-service training opportunities for persons engaged in adult education. More training courses are required to assist administrators, instructors, counselors, and program planners who desire to continue their education. There is a special need for providing relevant training to inexperienced or untrained instructors. A special challenge also lies in the training of the many non-professional people who serve as part-time instructors or local assistants. These and many other potential leaders of voluntary associations need encouragement and support to learn skills and

information necessary for them to become more effective.

Therefore, to attain effective pre-service and in-service training for adult educational personnel, the committee recommends that:

9.1 The provincial authority ensure the provision of training for instructors of adults at all teacher-training institutions and colleges.

9.2 The provincial authority oversee the development of provincial guidelines and policies in training.

9.3 The provincial authority sponsor workshops and/or conferences as means of providing professional development for adult educators.

9.4 The provincial authority ensure funding at the provincial, regional and local levels be provided for training of those involved in adult education.

9.5 Community colleges be responsible for the co-ordination and provision of in-service training in their regions on a decentralized basis.

9.6 Colleges or school boards or both, provide in-service training workshops for adult education instructors and volunteers.

9.7 The Ministry of Education request that at least 50 positions be made available by the Ministry of Labour as summer employment for university students who are interested in working with adult education administrators and programmers.

9.8 Increased opportunities be provided for training in adult counselling techniques, in teaching English as a second language, and in adult basic education.

D. RESEARCH

Although considerable research on adult education has been conducted by members of the Adult Education Department of UBC's Faculty of Education, and by other persons and institutions, much research still needs to be done in support of adult education. Research to date nas seldom been disseminated at the field level; therefore it has had little effect in practice. The development and communication of relevant research and its effect on new and innovative approaches will be increasingly important as adult education assumes a more significant role in the educational system. The committee therefore recommends that:

10.1 The provincial authority, with the advice of experts, allocate funds for adult education research to institutions and individuals on a project-proposal basis.

10.2 Funded research be of an applied or practical nature, with the results being communicated to practitioners.

10.3 Priorities for funded research projects be established. Among topics identified as in need of research are:

a) Adult basic education

b) Paid educational leave

c) Surveys and analyses of participation

d) Adult learning disabilities

e) Distance education

f) Problems of the part-time learner

g) Adult counselling

h) Finance and administration

E. COLLECTIVE AGREEMENTS

The effect of collective agreements between instructors and their institutions was a question that arose at several public meetings. On the one hand, there was concern that some agreements were unnecessarily restricting the provision of services, particularly to people in non-metropolitan areas and to shift workers and part-time students generally. On the other hand, there was concern that the provision of adult education is not enhanced by the use of untrained instructors. The committee therefore recommends that:

11.1 In developing collective agreements, all parties be aware of the importance of being responsive to the needs of both the part-time learner and the community.

11.2 The employment of adequately trained part-time instructors be recognized as an effective means of providing instructional resources for adult education programs.

Section 6

ISSUES FOR FURTHER INVESTIGATION

A. PAID EDUCATIONAL LEAVE

Increased technological and social change, and the concomitant need for an even more adaptable work force, provide a new challenge for adult educators. According to Statistics Canada, the average Canadian will change careers at least three times in his or her occupational life. The result is a need for more diverse and flexible training schemes that will enable employees to remain in the work force while upgrading themselves or preparing for another career. It needs to be emphasized that many advocates of paid educational leave believe that a person's ability to adapt to a new occupation depends not only on specific technical and career training but also on his or her general level of education.

The International Labour Organization defines paid educational leave as "leave granted to a worker for educational purposes for a specified period during normal working hours and without loss of earnings or other benefits." The types of education commonly associated with paid educational leave are defined by the ILO as vocational training, general education, and trade union education.

Objectives

The concept of paid educational leave is thought to hold a potential for meeting many of the retraining, general, and trade-union educational needs of any country's adults. Specifically, its objectives include:

a) Bringing work and formal education closer together;

b) Providing increased educational opportunities to everyone throughout life;

c) Mobilizing the labour force;

d) Achieving full employment and economic growth;

e) Building a free and just society through civic and cultural education;

f) Improving industrial life by increasing job satisfaction and morale.

While the paid educational leave schemes operating in several European countries (e.g. France and Sweden) could not be imported to our province, it is useful to note their basic provisions. France has initiated PEL legislation that, when fully implemented, will serve as an alternative to comprehensive manpower-development legislation. In other European countries, however, legislation is oriented solely toward occupational training. The French legislation of 1971 allows up to 2 per cent of a company's employees at a given time to benefit from a leave of limited duration. The employer's contribution at the beginning of the program in 1971 was 0.8 per cent of gross salary, but is being increased to 2 per cent in 1976/77. The Swedish legislation of 1975 grants paid educational leave, guaranteeing job continuity without loss of salary and allowing the training to occur during the normal work period. Unlike the French policy, under which courses must be approved by the government, the Swedish law entails no restriction and even gives workers the initiative concerning their choice of training. In Sweden, the structuring of courses is a union responsibility, while in France it is done by a union-management body. As for financing educational

leave, Sweden intends to incorporate the state's contribution in a program of educational scholarships. In France, the law is administered by an inter-ministerial committee, whose chairman is the prime minister and whose vice-chairman is the minister for national education, as well as by 22 regional committees whose presence decentralized decision-making. The French program is the only one that has been evaluated systematically, hence the following facts are worth noting: Paid educational leave in France has been used mainly for occupational training, even though the preamble to the law defines its objectives as being as much social as professional. To date, the French legislation appears to have been of most benefit to workers with higher-level skills. In 1972, 17 per cent of the participants were unskilled; 32 per cent were skilled; 27 per cent were highly skilled; and 23 per cent were engineers and executives.

Discussion of the possible development of a system of paid educational leave in Canada has progressed slowly. In 1970, the Canadian Association for Adult Education recommended that such a system be investigated. In 1974, the International Labour Organization approved a resolution supporting such a system, and the following year the Canadian Labour Congress urged similar action in Canada. In October 1976, the federal minister of labour made the following statement in the House of Commons:

> In the field of education, the government wants to explore the opportunities for individual workers and the opportunities for trade unions. The opportunities for paid educational leave relate to the desire of workers to improve themselves in their jobs, or to develop their skills, or to prepare themselves for new careers. The concept is related to the need for workers sabbaticals so that they can regenerate themselves and prepare themselves for new opportunities in a flexible working life... The government believes that Canadian workers in all categories want to discover new career choices, and that Canada would be better off if we were to help make it possible. Therefore the government plans to undertake a fact-finding exercise which would discover present practice in Canada and other countries and attempt to assess the possible impact of educational leave on unemployment strategies and the relationship of educational leave to a flexible working life.
>
> In the other area of labour education, the government recognizes the need for programs which would assist labour leaders and potential labour leaders to acquire a more comprehensive knowledge of the structure, goals, policies and responsibilities of the labour movement in the social and economic context of Canada. Canada is well equipped with, and well served by, university and private institutions for the development of managers and management skills -- but we have paid only minor attention to the development of trade-union leadership... The government will be seeking the approval of the House for programs which will provide support to individual workers and to labour and educational organizations.

Hundreds of millions of dollars are being expended each year on Canada Manpower training programs, but the responsiveness of these programs to individual and societal needs continues to be questioned. Paid educational leave may prove to be a more effective and efficient alternative to the present training schemes in Canada. The committee therefore recommends that:

1.1 The Minister of Education, in concert with both the Ministry of Labour and the Ministry of Human Resources, form a task force composed of government, labour, and management officials to:

a) Investigate the desirability and feasibility of introducing a system of paid educational leave in British Columbia;

b) Liaise with federal-government counterparts regarding federal initiatives or assistance.

B. PUBLIC FUNDING OF ADULT EDUCATION CARRIED OUT BY PRIVATE AND VOLUNTARY ORGANIZATIONS

In many parts of the world, including British Columbia, private and voluntary organizations initiated and provided much adult education until public authorities took over the task. Mechanics' institutes and church institutes in British Columbia operated the first libraries in the province, and were the first general cultural organizations. The YMCA in Victoria and Vancouver provided evening vocational classes before the school boards entered this field. The civic museum in Vancouver was founded and operated for many years by a voluntary association. In many respects, the development of adult education in the province may be seen as a process by which public institutions and authorities have progressively widened their roles in the field and taken over an increasing number of fields previously served by voluntary associations.

Many voluntary and private groups continue to organize programs for their members and, in many cases, for any citizen who wishes to participate. A number of countries decided that in order to provide the maximum opportunity for adults to continue their education, the work of voluntary organizations should be strengthened and receive public financial assistance under appropriate regulations. Similar policies prevail, although to a limited extent, in Alberta and Quebec.

Such policies have had beneficial results in a number of Western European countries. In Denmark, for instance, voluntary associations were specially created to provide general adult education at the local level, and municipal authorities (which provide all academic courses) undertake programming in the general fields only when gaps are not being filled by the other organizations. These organizations receive public funding for tuition costs, administration, teaching materials, and the training of teachers of adults.

The success of such policies led the Committee for Out-of-School Education of the Council of Europe to recommend that "all organizations which in their educational work serve the interests of the community should be entitled to receive public financial assistance for adult education..."

Following are the pros and cons of funding the adult education work of appropriate voluntary associations:

Pro

1. By programming through organizations to which people already belong, many would be reached who are not now taking part in adult education, such as disadvantaged groups, senior citizens, and new Canadians.
2. In promoting programming through voluntary organizations, strength is given to the type of educational situation wherein the learner is more likely to participate in programming decisions.
3. Voluntary organizations are better able than public ones to attract volunteers and charitable or private funding, thus enabling a given amount of public financial aid to purchase more educational services.

4. Important experimentation and new approaches to adult education have been developed by voluntary agencies, resulting in benefits for the whole field and the community.
5. The strengthening of their educational programs will enhance the contribution of voluntary associations to society.

Con

1. The educational activities of some organizations may serve private rather than public interests and be propagandist rather than educational.
2. If public funds already being spent on adult education are inadequate, the entry of voluntary associations would only spread them more thinly.
3. The growth of other programs will be encouraged and the problem of co-ordination will increase.
4. Non-public agenices may not maintain the same level of excellence in programming as that of public agencies.

The committee gave consideration to the matter of providing appropriate support from public funds for the adult education activities of certain private and voluntary organizations. The committee endorses such a policy in principle; and, in view of its apparent merits and the beneficial results experienced by several countries, it recommends that:

2.1 A representative task force be created under the provincial authority on adult education to:

a) Further investigate the desirability and feasibility of public funding of private and voluntary organizations;

b) Define the criteria to be met by any organization (or its educational program) that seeks and receives such support.

Among matters that might be considered are: profit or non-profit organization; qualifications of instructors or group leaders; nature of the program (length, subject matter, etc.); accessibility of the program. It is assumed that programming in this sector would be in the areas defined by the committee as "community" and "general" and not in vocational and academic courses.

2.2 If there is concern about the effects of such funding, grants could be introduced on a pilot-project basis over at least three years.

2.3 Any pilot project be evaluated by the provincial authority on adult education.

SECTION 7

SUMMARY OF RECOMMENDATIONS

GOALS AND PRINCIPLES

1.1 The concept of life-long learning be adopted by the provincial government as basic to the planning of the total public educational system in British Columbia and that such a view be incorporated in legislation. (p. 8)

1.2 The provincial government greatly increase the priority which is accorded to adult education, especially in the academic, community, and general education areas (see Appendix B). This should include increased financial support for adult education; the appointment of a senior official in the ministry to be responsible for adult education; the creation of advisory and co-ordinating bodies as recommended in this report; and the provision of an adequate and qualified support staff in the ministry so that it could carry out its responsibilities in this field. (p. 8)

1.3 The government develop and place in statute a statement of purposes and goals with respect to the development of adult education in the province. (p. 8)

1.4 The government affirm in legislation that all public educational institutions and authorities have a responsibility to provide an appropriate range of continuing and community educational services at times and under conditions appropriate for adult students. (p. 8)

1.5 The Ministry of Education ensure a periodic review of educational programs for adults and, following consultation with the public, establish at regular intervals appropriate priorities in this field. (p. 9)

2.1 Legislation for adult education emphasize:

a) More systematic provision of adult education services;

b) Localized provision of programs and services;

c) Increased public participation in decision-making on programs and services;

d) Greater emphasis on the processes of adult learning and the development of skills to enhance it;

e) Maximum utilization of existing resources;

f) Increased co-operation among the institutions and agencies providing adult education;

g) Sufficient decentralization of adult education resources to ensure greater equality of access to all citizens. (p. 10)

STRUCTURE AND ROLES

1.1 Either a ministerial or provincial council mechanism be established to provide more vigorous provincial leadership and co-ordination in the field of adult education.

1.2 Regardless of the mechanism chosen to provide provincial leadership to adult education, an inter-departmental committee be established to co-ordinate government initiatives in adult education. (p. 12)

2.1 Statutory provision be created for the formation and operation of adult education councils at the district level, with representation from all public adult education programming agencies in the area, and appropriate representation from private agencies and the citizenry. In metropolitan areas, or where desired, such council's may organize on an area or regional basis. (p. 13)

2.2 The provincial authority provide procedural guidelines for establishing a district adult educational council, for determining its membership and for the financial support that may be provided to it. (p. 13)

2.3 Each district council be empowered to establish contact committees at the local level within the district if deemed useful for purposes of effective program development. (p. 13)

2.4 The responsibilities of the district adult education council shall include: (p. 13)

a) Co-ordination of programs in its locale;

b) Assessment of needs and review of the adequacy of programs;

c) Identification of priorities for the development of further services;

d) Decision-making regarding the utilization of special project funds made available by the provincial authority;

e) Assistance to community groups in the planning and operation of program services when requested;

f) Submission of recommendations at least once yearly to the provincial authority on the development of adult education services.

2.5 The adult education staff of the college or school board work closely with the district adult education council, and with local contact committees if established, to facilitate implementation of the council's functions. (p. 14)

2.6 Funds be provided for special projects developed by district adult education councils for accomplishing one or more of the following purposes: (p. 14)

a) Providing services to disadvantaged groups which, in the judgment of the council, are not being adequately served;

b) Assisting citizen groups to play a more effective part in organizing or influencing adult education acitivities in their district;

c) Encouraging examination and study of problems and issues of importance to local agencies. (p. 14)

2.7 Funds be provided for special projects developed by the governing councils of community colleges for accomplishing one or more of the following purposes:

a) Providing services to disadvantaged groups which, in the council's judgment, are not being adequately served;

b) Assisting citizen groups to play a more effective part in organizing or influencing adult education activities in their region;

c) Encouraging examination and study of problems and issues of importance to regional agencies. (p. 14)

2.8 The allocation of special project funds to district adult education councils and college councils could be made through one of the following options, which are identified in order of the committee's preference: (p. 14)

a) A block grant for projects approved by the councils, with project reports being submitted to the provincial authority;

b) Funds to be held on account by the provincial authority for dispersal on request by individual councils;

c) Funds disbursed on the basis of project proposals approved by the authority. (p. 15)

3.1 The responsibility of provincial institutions to provide programs for adult education in all geographical areas be clearly defined in acts governing those institutions and be reflected in practice. (p. 15)

3.2 The particular program responsibility of provincial institutions be continuing professional and career education in specialized fields of study; non-degree programs for which provincial institutions have unique resources; senior-level post-secondary courses off campus; and community-oriented programs in subject areas that cannot be or are not offered through other public educational institutions. (p.16)

3.3 Designated development funds be provided to provincial institutions for the purpose of adapting curricula to delivery by distance-education methods such as radio, television and print techniques. (p.16)

3.4 Provincial institutions having unique resources or a proven capability for developing curricula for delivery by distance-education methods be designated as part of a provincial consortium to co-ordinate the development of such material. (p. 16)

3.5 The development and delivery of programs from provincial institutions be undertaken in co-operation with professional associations, ministries of government and private industry, and district institutions for programs designed to meet specific local needs. (p. 16)

3.6 Provincial institutions provide leadership in research in adult education, and in the provision or co-ordination of the training of those wishing to practise in various applied adult education field. (p.16)

4.1 An integrated approach be adopted in which the community colleges and school boards are mandated to provide adult education programs as specified in recommendations 7 and 8. The community college shall assume responsibility for all forms of adult education when the school board, through negotiation, chooses not to become involved. (p. 17)

4.2 Where a school board decides to not become involved, the college would deploy staff on a school district basis. (p. 17)

4.3 Where a school board does remain involved, it receive an administrative grant and be eligible for program grants in a manner similar to that of a college. (p. 17)

4.4 Staff deployed throughout the region, whether under the jurisdiction of the community college or the school board, work closely with the district adult education council to facilitate the council's functions. (p. 17)

4.5 At least twice yearly, the college convene a meeting of all district-level staff, together with a representative from each district adult education council, for the purposes of exchanging program information, addressing program and special project needs of a regional nature, and evaluating college programming performance. (p. 17)

4.6 Where a school board has designated certain schools in its district as community schools, services required for the adult education component of the community school program may be obtained through the school board, the community college, or other adult education agencies. (p. 18)

4.7 Regardless of the role of the school board, the community college (notwithstanding the role of provincial institutions) retain primary responsibility for the following programs: (p. 18)

a) Academic transfer;

b) Career, technical, and vocational education in fields in which the college has unique resources;

c) Academic upgrading (college preparation) opportunities for adults pursuing college-level programs;

d) Co-operative delivery of continuing professional education for professional associations and provincial institutions;

e) In consultation with school boards, special areas of adult basic education such as:

1) Basic literacy;

2) Basic training for skill development;

3) Employment orientation for women;

4) Basic job-readiness training;

5) Other adult basic programs and services. (p. 18)

f) Initiation of programs of regional concern and, in co-operation with participating school boards, programs of general education in fields in which the college has unique resources; (p. 18)

g) Programming relationships with ministries and agencies of the provincial government that require a regional approach to program development and delivery; (p. 18)

h) Initiation of programs dealing with community concerns. (p. 18)

4.8 Where the school board maintains an adult education role, it shall have primary responsibility for the provision of adult education programs in the following areas: (p. 19)

a) Academic opportunities for adults who require academic upgrading or require courses for secondary school graduation; (p.19)

b) General-interest education; (p. 19)

c) Vocational education in program areas offered as part of the school curriculum or for which the school has unique resources; (p. 19)

d) Initiation of programs dealing with community concerns. (p. 19)

5.1 The community school be recognized as an effective means of community education by which learning needs can be identified and programs delivered at the neighbourhood level. (p. 20)

5.2 Community schools be recognized and supported by provincial ministries such as Health, Human Resources, and the Provincial Secretary and be legitimized by the Ministry of Education as an inherent school board function where: (p. 20)

a) The board of trustees has designated the school as a community school with a defined community education role; (p. 20)

b) An elected or appointed advisory council is functioning; (p. 20)

c) An appointed full-time, salaried, co-ordinator is employed. (p. 20)

A formula should be developed to establish appropriate upper limits on the number of designated community schools for each school district.

5.3 Designated community schools be eligible for administrative and support service funding through one of the following mechanisms: (p. 20)

a) The provincial authority for adult education, for that portion of the co-ordinator's duties that is devoted to adult education programming; (p. 20)

b) On the basis of the instructional unit as applied to the regular school system. (p. 21)

5.4 Designated community schools be eligible for program funding through the provincial authority for services qualifying for adult education program support. (p. 21)

5.5 Greater use of the provisions in Section 171 of the Public Schools Act be encouraged for capital and operational funding of community schools. (p. 21)

6.1 The provincial authority and the Ministry of Recreation and Conservation clarify their respective program responsibilities in the areas of adult education and leisure activities. (p. 21)

6.2 Representation from both recreation commissions and district adult education councils be specified in the guidelines for membership in these organizations. (p. 21)

6.3 In the case of small districts, the joint appointment of staff at the operational level be encouraged between adult education and recreation programming agencies. (p. 22)

6.4 Every effort be made to effect the sharing of programs, administration, facilities, and equipment between public recreation and public adult education resources. (p. 22)

FINANCE

1.1 A provincial funding policy for adult education include the following components: (p. 23)

a) A basic administrative and support services grant to designated public educational institutions; (p. 23)

b) Program grants to designated institutions based on units of instructional hours for identified program areas; (p. 24)

c) Special project grants allocated to both district adult education councils and community college councils to support activities specified under the role of such councils; (p. 24)

d) All provincial grants for adult education be designated for that purpose. (p. 24)

1.2 Administrative and support grants to colleges and school boards (referred to in 1.1a) be approved on a per capita basis, using the school district population as the unit of analysis (see Appendix C). (p. 24)

1.3 Where colleges and school boards share responsibility for providing adult education services as outlined in 4.7 and 4.8, pages 18-19, administrative support to colleges shall be by special arrangements with the Ministry of Education. (p. 24)

1.4 Program grants to colleges and school boards consist of two components: (p. 24)

a) An instructional-hour amount for each specified program classification up to a ceiling calculated on a per capita basis, using the school district population as the unit of analysis; (p. 24)

b) A differential grant to compensate for varying population densities in each school district. (p. 24)

See Appendix C for a description of optional procedures for the disbursal of program grants.

1.5 Special project grants be determined and provided as follows:

a) To district adult education councils, on a per capita basis, using the school district population as the unit of analysis (such grants allowing for maintenance costs of local contact committees); (p. 24)

b) To community college councils, on a per capita basis in each college region. (p. 25)

1.6 Designated funds to support adult education functions of various provincial institutions be provided in two ways: (p. 25)

a) New funding equivalent to at least 1 per cent of the annual operating budget of each provincial institution be provided directly to the continuing education administrative unit. Such funding would be in addition to that currently allocated by the institution

This would permit the extension of program development to geographical areas distant from the central campus and to members of the public whose needs match the curriculum and resources of these institutions; (p. 25)

b) An innovative project-development fund, controlled by the the provincial authority, to be disbursed to provincial institutions on the basis of project proposals accepted by the authority. (p. 25)

1.7 All public educational institutions establish a permanent trust account for the purpose of receiving and disbursing all monies granted in support of adult education activities. All trust accounts would be subject to an annual audit, with a report being forwarded to the provincial authority. Locally raised revenue would have to compensate for deficit spending. (p. 25)

1.8 Part-time students in academic, career, technical, or vocational programs, regardless of institutions, be eligible for public financial support from scholarships, bursaries, loans, and similar awards, and according to the same criteria as those applied to full-time students. No person should be denied the opportunity because of inability to pay tuition fees, to participate in education programs generally available in the community. (p. 25)

1.9 Institutions be permitted to establish their criteria for the assessment of tuition fees, except that: (p. 26)

a) Whenever an institution offers the same course in more than one location, a uniform fee must be charged; (p. 26)

b) All part-time students in academic, career, technical, and and vocational programs at publicly supported educational institutions should be supported by provincial grants up to the same level as that of full-time students. (p. 26)

c) An institution should not be prevented from offering educational services to those willing and abie to pay. (p. 26)

1.10 The maintenance and depreciation of public educational facilities and equipment resulting from all increased use shall be a part of the total annual budget of the institution. (p. 26)

1.11 Facilities owned by separate tax-supported agencies shall be shared on a free basis, except for direct costs incurred through their increased utilization. (p. 26)

SPECIAL CONCERNS

1.1 The provincial authority finance the development of high priority special programs such as adult basic education, English as a second language training, public affairs education, labour education, and education related to enriching community and family life. (p. 27)

1.2 Particular consideration be given to the special educational needs of the disadvantaged, the handicapped, women, the elderly, and immigrants. (p. 27)

1.3 The provincial authority assist local adult education programmers by acting as a clearing house for information on present and proposed programs. (p. 27)

1.4 Institutions involved in adult education employ a wide range of needs - identification techniques at the local level to identify and assess program requirements. (p. 27)

2.1 Additional financing be provided by the provincial authority for the expansion of career information and educational counselling services for adults. (p. 28)

2.2 The provincial authority ensure the availability of pre-service and in-service training programs for counselors of adults. This might include the appointment of a qualified field-staff person to provide support and counselor trianing for local counselors. (p. 28)

2.3 The provincial authority encourage the development and maintenance of provincial informational services on career programs for adults. (p. 28)

2.4 Public adult education agencies be given provincial and institutional funds to establish walk-in counselling centres in their communities. These centres should be integrated into the services of Canada Manpower, public libraries, and other agenices concerned with adult counselling and informational services in the community. (p. 28)

2.5 Maximum use be made of local counselling resources, including peer, lay and professional counselors. (p. 29)

2.6 Informational and counselling services be tailored to the needs of specific client groups. (p. 29)

2.7 Diagnostic and remedial capabilities of existing counselling centres be upgraded to include the appropriate up-to-date materials and resources for adults. (p. 29)

3.1 The Ministry of Education recognize and take the initiative to meet the acute need for expansion of adult basic education and literacy programs. (p. 29)

3.2 Every citizen be given the opportunity, on a tuition-free basis, for educational upgrading up to and including the grade 12 level or its equivalence. (p. 30)

3.3 The funding, administration, instruction, curriculum development, and research necessary to achieve the goal above be facilitated by setting a priority not lower than that given to basic education for youth. (p. 30)

3.4 A provincial co-ordinator for adult basic education be appointed at an early date. (p. 30)

3.5 One institution be designated and funded as a provincial centre for adult basic education curriculum development. (p. 30)

3.6 Recognition be given to the fact that many adults have learning disabilities that must be accommodated through special instructional approaches in order to facilitate learning. (p. 30)

3.7 Adult basic education programs be provided in non-institutional settings when appropriate. (p. 30)

3.8 Dependence on Canada Manpower for programs with an adult basic education emphasis (BTSD, EOW, BJRT etc.) be lessened. (p. 30)

3.9 The Ministry of Education finance the development of a standard, individualized adult basic education program. (p. 30)

3.10 Pre-service and in-service training needs of basic education administrators, counselors, and instructors be given consideration in professional-development programs at all levels in the system. (p. 30)

3.11 Learning materials for adult basic education students be provided on the same basis as for all children and youth. (p. 30)

3.12 Adult basic education programs encompass social and personal development skills, as well as academic instruction. (p. 31)

4.1 The Ministry of Education negotiate with federal authorities toward the implementation of the following recommendations: (p. 31)

4.2 The provincial authority take steps to expand the availability of instruction in English as a second language for adults. (p. 31)

4.3 To provide provincial leadership in the development of training in English as a second language, one institution be designated and receive appropriate funding for professional leadership in this important field. (p. 31)

4.4 The provincial authority finance the development of an individualized program in English as a second language. (p. 31)

4.5 Adequate funding be provided so that no tuition fee need be charged citizens or landed immigrants for courses that are part of a program of English as a second language. (p. 31)

4.6 Programs be made available in non-institutional settings when appropriate and at times convenient to the learner. (p. 31)

5.1 Institutions that provided the original entry training for the professions also be the main providers of continuing education in co-operation with the professional associations and, where appropriate, with the community colleges. (p. 31)

5.2 Professional associations be encouraged to establish continuing education funds for their members. (p. 32)

5.3 Appropriate ministries provide equalization grants to institutions for professional continuing education to standardize the fees throughout the province. The grants would cover additional costs of travel for resource persons. (p. 32)

5.4 Distance education methods and materials be developed and utilized to a degree necessary to meet the continuing education needs of professionals working in sparsely populated areas. (p. 32)

5.5 Modularized curriculum units be developed through close co-operation among teaching institutions, professional associations, and the appropriate ministries; and that, wherever possible these be developed on an inter-disciplinary or inter-professional basis so that they could be used in continuing education programs in a number of professions. (p. 33)

5.6 BCIT and the community colleges be given a special role in continuing education for para-professionals and technicians, especially in fields for which they provide original entry training. (p. 33)

6.1 The Ministry of Education, in concert with the community colleges and other interested institutions proceed to develop an open college. (p. 35)

6.2 The open college provide opportunities for learning at a distance by offering a core of programs up to and including the second year of community college offerings. (p. 35)

6.3 The open college, on a gradual basis, identify and evaluate appropriate packaged programs developed elsewhere; co-ordinate and assist in the development of packaged programs by colleges and other post-secondary educational institutions; and develop programs of a high priority. (p. 35)

6.4 The open college be governed by a board comprising:

a) Representatives of the Council of B.C. College Principals';

b) Representatives of participating post-secondary institutions;

c) Officials of the Ministry of Education;

d) Interested and knowledgeable citizens. (p. 35)

7.1 The provincial authority seriously consider the development of a capability for the supply and/or co-ordination of educational program support services. (p. 36)

8.1 The Ministry of Education develop minimum standards for post-secondary libraries. (p. 37)

8.2 The Ministry of Education support the Library Development Commission's plan for regional public library development. (p. 37)

8.3 The Ministry of Education, in concert with the Library Development Commission, provide the leadership necessary to encourage inter-library co-operation at local, regional, and provincial levels. (p. 37)

8.4 The provincial government gives a high priority to the development of a Provincial Union Catalogue in machine-readable form, as was recommended in the Report of the Commission on University Programs in Non-Metropolitan Areas. (p. 37)

8.5 Library services in the secondary schools be made available to adult students on the same basis as students in the regular secondary school program. (p. 37)

9.1 The provincial authority ensure the provision of training for instructors of adults at all teacher-training institutions and colleges. (p. 38)

9.2 The provincial authority oversee the development of provincial training guidelines and policies in training. (p. 38)

9.3 The provincial authority sponsor workshops and/or conferences as means of providing professional development for adult educators.

9.4 The provincial authority ensure funding at the provincial, regional and local levels be provided for training of those involved in adult educatior

9.5 Community colleges be responsible for the co-ordination and provision of in-service training in their regions on a decentralized basis. (p. 38)

9.6 Colleges or school boards or both, provide in-service training workshops for adult education instructors and volunteers. (p. 38)

9.7 The Ministry of Education request that at least 50 positions be made available by the Ministry of Labour as summer employment for university students who are interested in working with adult education administrators and programmers. (p. 38)

9.8 Increased opportunities be provided for training in adult counselling techniques, in teaching English as a second language, and in adult basic education. (p. 38)

10.1 The provincial authority, with the advice of experts, allocate funds for adult education research to institutions and individuals on a project-proposal basis. (p. 39)

10.2 Funded research be of an applied or practical nature, with the results being communicated to practitioners. (p. 39)

10.3 Priorities for funded research projects be established. Among topics identified as in need of research are: (p. 39)

a) Adult Basic Education

b) Paid educational leave

c) Surveys and analyses of participation

d) Adult learning disabilities

e) Distance education

f) Problems of the part-time learner (p. 39)

g) Adult counselling (p. 39)

h) Finance and administration (p. 39)

11.1 In developing collective agreements, all parties be aware of the importance of being responsibe to the needs of both the part-time learner and the community. (p. 40)

11.2 The employment of adequately trained part-time instructors be recognized as an effective means of providing instructional resources for adult education programs. (p. 40)

ISSUES FOR FURTHER INVESTIGATION

1.1 The Minister of Education, in concert with both the Ministry of Labour and the Ministry of Human Resources, form a task force composed of government, labour, and management officials to: (p. 44)

a) Investigate the desirability and feasibility of introducing a system of paid educational leave in British Columbia; (p. 45)

b) Liaise with federal-government counterparts regarding federal initiatives or assistance. (p. 45)

2.1 A representative task force be created under the provincial authority on adult education to: (p. 47)

a) Further investigate the desirability and feasibility of public

funding of private and voluntary organizations; (p. 47)

b) Define the criteria to be met by any organization (or its educational program) that seeks and receives such support. (p.47) Among matters that might be considered are: profit or non-profit organization; qualifications of instructors or group leaders; nature of the program (length, subject matter, etc.); accessibility of the program. It is assumed that programming in this sector would be in the areas defined by the committee as "community" and "general" and not in vocational and academic courses. (p. 48)

2.2 If there is concern about the effects of such funding, grants could be introduced on a pilot-project basis over at least three years. (p.48)

2.3 Any pilot project be evaluated by the provincial authority on adult education. (p. 48)

Section 8

APPENDIX A

GLOSSARY

Adult Basic Education

Adult basic education is an omnibus term for varied educational activities that enable an adult to achieve standing at the secondary-school level. Emphasis is placed on developing basic knowledge, skills, and attitudes for self-improvement leading to employment or entry into other academic or vocational programs.

The major components of an adult basic education program are:

a) Basic training for skill development (BTSD): a pre-vocational academic upgrading program into which students sponsored by Canada Manpower can be placed, and which is offered by colleges, school districts, and the British Columbia Vocational School;

b) College preparation (Prep): learning in a core-subject area in order to enter a regular college program;

c) Secondary-school graduation for adults: upgrading to achieve a secondary school graduation certificate;

d) Literacy education: learning basic writing and computational skills to the grade 8 level;

e) Life skills: learning attitudes and behaviour that will assist one in coping with daily problems;

f) Study skills: acquiring techniques and habits of learning that will enable one to play an effective student role.

Adult

Anyone who has left the school system and is performing an adult role.

Adult Education

Adult learning processes or activities of a part-time, short-term or specially arranged nature. These can be formal and highly structured, as in a traditional instructional setting, or informal with the learner assuming prime responsibility for the direction of the program.

Area

For geographic purposes, grouping of one or more districts.

Community College

An educational institution that offers academic, technical, and vocational courses at the post-secondary level; and general, adult basic education, and community education programs on a full-time and a part-time basis to adults, during both daytime and evening.

Community Education

A process by which individuals or groups are assisted to identify, assess, and meet their learning needs, and to improve the quality of their community life.

Community School

For legal purposes, a community school is defined as one that:

a) Has been designated by the school board as a "community school" with a defined community educational role;

b) Has an elected or appointed functional advisory council;

c) Has an appointed full-time, salaried co-ordinator.

Contact Committee

A local citizen committee that will, with assistance, identify and assess individual and community educational needs and evaluate program offerings.

Continuing Education

A synonym for adult education.

Course

A sequentially organized learning situation that can vary in length and time from one to approximately thirty sessions.

Distance Education

Refers to the offering of programs or courses to groups and individuals, chiefly using other than face-to-face methods. A diversity of methods is used (television, radio, correspondence, etc.), and these may or may not be combined with formal teaching or seminars. An open college is a possible delivery source, but traditional institutions may also use such methods.

District

The geographic area encompassed by the boundaries of a school district.

English as a Second Language

An English-language training program for persons having a mother tongue other than English

Instructional Hours

The number of hours a class of students spends in contact with an instructor.

Local

Refers to the geographic area encompassed by an urban neighborhood or a rural community.

Program

A multi-course offering, or other educational activities that have a common theme as in adult basic educational program.

Provincial Authority

The governing body of the provincial adult educational system as defined

in legislation. Depending upon the future structure of the present Ministry of Education, this term could mean either the ministry or the provincial continuing education council.

Provincial Institution

An educational organization that makes its services available throughout the province rather than to a specific area (e.g. a university, British Columbia Institute of Technology, British Columbia Vocational School), or that is the sole provider of a service (e.g. Rossland Mining School).

Region

The geographic area encompassed by the boundaries of a community college.

Special Project

An educational activity designed to improve the quality of life in a district or region by assisting disadvantaged groups, citizen organizations, and community agencies.

Voluntary Association

An organization that may or may not be incorporated under the Societies' Act. It operates primarily with private funds and an executive body responsible to a membership group.

APPENDIX B

PROGRAM CATEGORIZATION TABLE

PROGRAMS	CHARACTERISTICS	EXAMPLES
1. Career-Vocational	Post-employment upgrading Part-time, short-term or contracted pre-employment, including vocational certification	Continuing professional, technical, or vocational Labour education (steward training, etc.) Adult basic education (BTSD, etc.)
2. Academic	Preparation for academic credentials	Part-time academic programs Academic upgrading (K-12 and college preparation) Labour education (history, et al.) Adult basic education (secondary adult graduation programs)
3. Community	Based on civic and social concerns	Community-leadership training Public-affairs education Community and social development Adult basic education (life skills)
4. General	Avocational interest	Arts and crafts Recreational skills Leisure skills Personal development Liberal studies

APPENDIX C

SUGGESTED FUNDING GUIDELINES

ADMINISTRATION ENTITLEMENT GRANT

(Unit = One administrator or programmer and one secretary, both 60 per cent provincially funded)

Population of School District	= Unit Entitlement
Below 5,000	½
5,000-15,000	1
15,000-25,000	1½
25,000-35,000	2
35,000-50,000	2½
Above 50,000	Special Arrangements

PROGRAM FUNDING

Option A

Programs in the academic, technical, and vocational trades areas that form a part of the regular full-time program should be funded for part-time students, whether day or evening, in exactly the same way that courses for full-time students are funded, i.e. a full-time equivalent basis for colleges and an instructional unit basis for school districts:

Colleges	School Districts
Academic and Technical -- 60 per cent provincial 40 per cent local	Academic -- existing school instructional-unit basis (based on full-time equivalents)
Vocational Trades -- 100 per cent provincial	Vocational Trades -- 100 per cent provincial

Community education programs and general-interest or leisure-skills courses and academic, technical and vocational courses which are not eligible for regular program credit purposes should be funded on an instructional-hour-grant basis for both colleges and school districts on the following scale:

Academic, Technical, and Vocational	- $15.00 per instructional hour
Community Education	- $15.00 per instructional hour
General Interest	- $ 5.00 per instructional hour

Option B

An alternative mechanism for disbursing program grants to both school districts and colleges is:

Academic, Technical, and Vocational Courses	- $15.00 an instructional hour
Community Education Courses	- $15.00 an instructional hour
General Interest Courses	- $ 5.00 an instructional hour

APPENDIX D

SCHEDULE OF PUBLIC MEETINGS HELD BY THE COMMITTEE

October-November 1976

DATE	PLACE	TIME	LOCATION
Monday, Oct. 18	Penticton	7:30 p.m.	Peach Bowl (Apple Room) Power and Westminster Ave.
Tuesday, Oct. 19	Salmon Arm	1:00 p.m.	Okanagan College Salmon Arm Centre Room 4, Turner Rd.
Tuesday, Oct. 19	Kamloops	7:30 p.m.	Board Room Cariboo College Box 860
Wednesday, Oct. 20	Dawson Creek	7:30 p.m.	Staff Dining Lounge Cook Training Centre Northern Lights College Box 120
Thursday, Oct. 21	Prince George	7:30 p.m.	Inn of the North Nechako Room 770 Brunswick St.
Friday, Oct. 22	Prince Rupert	2:00 p.m.	Northwest Community College Amante Bldg. 820-3rd Ave. West
Monday, Oct. 25	Cranbrook	10:30 a.m.	East Kootenay Community College 125-10th Ave. South Box 850
Monday, Oct. 25	Castlegar	7:30 p.m.	Hi Arrow Arms Motor Hotel 615-2nd St.
Tuesday, Oct. 26	Abbotsford	7:30 p.m.	Students Lounge Fraser Valley College 34194 Marshall Road
Wednesday, Oct. 27	Courtenay	1:00 p.m.	Civic Theatre 456 Cliff Ave.
Wednesday, Oct. 27	Port Alberni	7:30 p.m.	District Resource Centre 2349-10th Ave.
Thursday, Oct. 28	Nanaimo	1:00 p.m.	Tally-Ho Hotel Cavalier 1 Terminal Ave.

Appendix D - Continued

DATE	Place	TIME	LOCATION
Thursday, Oct. 28	Victoria	7:30 p.m.	Holyrood House Saltaire Room 2315 Blanchard St.
Friday, Oct. 29	New Westminster	2:00 p.m.	New Westminster Secondary School Massey Wing 835-8th St.
Friday, Oct. 29	New Westminster	7:30 p.m.	New Westminster Secondary School Library 835-8th St.
Saturday, Oct. 30	Vancouver	9a.m.-5:00p.m.	Maritime Museum 1905 Ogden St.
Monday, Nov. 1	Vancouver	1:30 p.m.	Maritime Museum 1905 Ogden St.
Monday, Nov. 1	Vancouver	7:30 p.m.	Maritime Museum 1905 Ogden St.

APPENDIX E

List of Briefs, Letters, Etc. Submitted to the Committee

BRIEFS

Abbotsford-Matsqui Arts Council -- Della Fenkner, President
Abbotsford-Matsqui Weavers' and Spinners' Guild -- Mrs. Thelma McIntyre
Adult Education Department -- Ronald Bowcott, Director
Adult Education Project, Abbotsford -- New Horizon Grant No. 9-00721
Alma Mater Society, University of Victoria
Association of British Columbia Professional Foresters -- Mr. Frood
Association of Canadian Commercial Colleges, B.C. Region -- Marie A. Tomko, Secretary, New Westminster
Association for Community Education -- Elliot Grieve
Association of Professional Engineers of B.C., Prince George Branch -- R. E. Graham, P.Eng., Chairman
Aylen, Mrs. B. -- Abbotsford

Ball, Stanley M. -- Quesnel
Barnes, Bruce; Bowmar, Barbara -- Langley
Basic Education Department, King Edward Campus, Vancouver Community College
Basic Skills Instructional Staff, Malaspina College -- David Harrison, Co-ordinator
Basic Training and Skill Development Instructors, College of New Caledonia -- Richard Miller and Gerrie Jackson
Battistelli, Vince -- Centre for Continuing Education, The University of British Columbia
Baxter, D. A. -- Nakusp
Boyer, Nora -- Burnaby
Bridgeview Community School Advisory Council
British Columbia Association of Continuing Education Administrators
British Columbia Chamber of Commerce -- Malcolm Meek
British Columbia Home and School Federation Incorporation -- Mrs. Margaret Ennerberg, Vancouver
British Columbia Institute of Technology -- D. J. Svetic
British Columbia Institute of Technology Staff Society
British Columbia Library Association
British Columbia Recreation Association -- Marguerite Shigehiro, Provincial Director; Les Spooner, Executive Director
Bullen, Alice -- Courtenay
Burrard View Association -- Marjorie Weir, Chairperson
Burstein, Frances; Tilley, Wanda -- North Vancouver

Campbell, B. H. -- Vancouver
Canada Farm Labour Pool
Canadian Coalition for Nuclear Responsibility -- Lille d'Easum, Executive Secretary
Cariboo College Council -- Mrs. A. Stevenson, Chairman
Cariboo-Thompson Nicola Library System -- R. F. Bahn, Chairman
Cartier, A. L. -- Victoria
Castlegar and District Public Library -- Joan M. Wenman, Librarian

BRIEFS -- Continued

Centre for Continuing Education, The University of British Columbia
Chilliwack and District Chamber of Commerce -- Victor H. Tunbridge, Chairman
Chilliwack District Teachers' Association -- Mr. Steinson
Chilliwack Toastmistress Club
Citizen Advisory Regarding Education -- June Logie, Chairman
College Faculties' Federation of British Columbia
College of New Caledonia Faculty Members
College of Pharmacists of British Columbia
Community Education Advisory Committee, Okanagan College
Community Education Department, School District No. 7 (Nelson -- R. J. Maennling, Director
Community Education Services, Northwest Community College -- Hugh Power, Co-ordinator
Community Human Resources and Health Centre's Development Group
Continuing Education Services Co-ordinator for the Queen Charlotte Islands, Northwest Community College and School District No. 50
Consumer's Association of Canada -- Brenda Swinton, Chairman
Continuing Legal Education, Centre for Continuing Education, The University of British Columbia -- K. C. Woodsworth, Director
Coqualeetza Educational Training Centre -- Clarence Pennier, Manager
Coquitlam Cablevision Limited -- David Smith, Programs Co-ordinator
Corporation of the Town of Quesnel
Council of British Columbia College Principals
Coutinho, S.; Johnston, E. J., Abbotsford

Daytime Program, Centre for Continuing Education, The University of British Columbia -- Patricia Thom, Director
Dennison, John D., Professor of Higher Education, The University of British Columbia
Department of Adult Education, Faculty of Education, The University of British Columbia -- James E. Hornton, Chairman
Directors of the Chilliwack YMCA-YWCA
Division of Chairman and Administrators, King Edward Campus, Vancouver Community College
Division of Continuing Education in the Health Sciences, The University of British Columbia
Douglas College Community Education Consultants -- Jean Buzan, Lillian Zimmerman, Ann Frost, Earl Naismith, Toby Snelgrove, Cathy Clark, Lynn Levens, Ron Tarves, Lois Warren, New Westminster

East Kootenay Community College
Education and Extension Services Division, B.C. Provincial Museum -- Shirley Cuthbertson, Chief
English Language Training Department, King Edward Campus, Vancouver Community College -- R. Meyer

Faculty of Agricultural Sciences, The University of British Columbia
Family Services of Greater Vancouver -- Mary Rupp, Educator-Consultant

BRIEFS--Continued

Fedorak, W. J. -- Kamloops
Forsythe, Kathleen -- Campbell River
Fraser, Dorothy -- Osoyoos
Fraser Valley College
Fraser Valley College Faculty and Staff Assocation -- Jocelyn Creight, President
Fraser Valley Women's Coalition
Frontier College, Toronto -- Jack Pearpoint, President
Fussell, Elizabeth A., Programmer, Community Education Services, Okanagan College, Revelstoke

Gareau, W. Allan -- Delta
General Education Program, Kinesiology Department, Simon Fraser University

Harley, Ann (Mrs.), Co-ordinator, Senior Citizens' Programs, Simon Fraser University; Smith, Marjorie (Miss), Director, Programs in Aging, Centre for Continuing Education, The University of British Columbia
Hazelton Co-ordinator, Community Education Services, Northwest College -- Frank Cassidy
Hilbert, Stephen -- School District No. 28 (Quesnel)
Hoek, Margaretha
Homer, Garth -- Clearbrook
Hooge, Marilyn, Sardis; Lorimer, Helen, Chilliwack

Ironside, Anne

Jang, Raymond, Ph.D., Director of Continuing Pharmacy Education, Faculty of Pharmaceutical Sciences, The University of British Columbia

Kamloops Community Y -- Mary Schmidt
Kamloops Museum Association
Kootenay Library System Society

Lewis, G. R. -- 100 Mile House
Linder, Bert -- Courtenay
Lochdale Area Community School Project, Steering Committee -- Bette Zarazan

Mansbridge, John -- Selkirk College Library, Catlegar
Maple Ridge Park and Recreation Commission
Marx, Janet Howell -- Malaspina College, Powell Riber
McGown, William F., Director of Adult Education

Naramata Centre for Continuing Education -- Ivan Cumming, Director; Thomas Brown, Staff Associate
Noble, Madeline E. -- Richmond
Northwest Community College -- Dr. George, Principal

BRIEFS--Continued

Officials of Vancouver Community College -- J. J. Denholm, Acting Principal
Osmers, Karl, Consultant, Adult Basic Education, Community Education, Vancouver

Pacific Association of Continuing Education
Penticton Chamber of Commerce -- Ross W. G. Axworthy, Executive Manager
Peavy, R. Vance, Department of Education and Associate Professor, Psychological Foundations Division, University of Victoria
Prince Rupert District Teachers' Association -- Jean Pickes
Prince George Continuing Education Sub-Committee
Project LEARN -- Lyle Anderson, Kamloops
Prosser, R. J. -- Vancouver

Queen Elizabeth Senior Secondary School -- S. J. McDowell, Principal

Ratzlaff, Walter -- Saturna Island
Registered Nurses' Association of British Columbia, Kamloops Chapter
Registered Nurses' Association of British Columbia, Port Alberni Chapter -- Shirley Turner
Registered Nurses' Association of British Columbia, Vancouver -- F. A. Kennedy, Executive Director
Registered Psychiatric Nurses' Association of British Columbia -- Arthur Caza, President
Robertson, J. H. -- Campbell River

School District No. 11 (Trail) Board of School Trustees
School District No. 27 (Cariboo-Chilcotin) Board of School Trustees
School District No. 28 (Quesnel) Board of School Trustees
School District No. 33 (Chilliwack) Board of School Trustees
School District No. 36 (Surrey) Board of School Trustees
School District No. 38 (Richmond) Board of School Trustees
School District No. 39 (Vancouver) Board of School Trustees
School District No. 40 (New Westminster) Board of School Trustees
School District No. 41 (Burnaby) Board of School Trustees
School District No. 43 (Coquitlam) Board of School Trustees
School District No. 44 (North Vancouver) Board of School Trustees
School District No. 46 (Sechelt) Board of School Trustees
School District No. 52 (Prince Rupert) Board of School Trustees
School District No. 54 (Smithers) Board of School Trustees
School District No. 70 (Alberni) Board of School Trustees
School District No. 80 (Kitimat) Continuing Education -- Denis H. Molman, Director
Selkirk College
Society of Engineering Technologists of the Province of British Columbia -- John Leech, C.E.T.
SPARC of British Columbia
Status of Women Committee, Kamloops District Teachers' Association -- Alice Robertson, Co-Chairperson
Student Advisory Committee, Career Programs Division, British Columbia Institute of Technology
Swan Lake -- Christmas Hall Nature Clinic

BRIEFS--Continued

Talbot, R.J. and M. B. -- Victoria
Teachers of Home Economics, Specialist Association, West Kootenay Chapter -- Ms. B. Talarico, President
Thompson, J. B. -- Quesnel
Toulson, Tom -- Dean, Community Education Services, College of New Caledonia
Turner, Nigil -- Duncan

University Women's Club of Chilliwack -- Betty Meagher
Valentine, C. P. -- Argenta
Vancouver Resources Board, Harry Rankin, Chairman
Vancouver YWCA
Victoria Conservatory of Music -- Mrs. Greenwood, Board of Directors
Victoria Labor Council -- Linda Baker, 2nd Vice-President
Victoria YMCA-YWCA -- Marie Bradshaw
Vocational Instructors' Association -- R. C. H. Fussell

Wilson, P. W. -- College Foundations Math Department, King Edward Campus, Vancouver Community College
Wood, C. W. -- Head, Poultry Branch, Ministry of Agriculture, Abbotsford

YMCA-YWCA of New Westminster and District

LETTERS

Abbey, Irene -- Aldergrove
Alexander, Gordon -- Victoria
Atkinson, Mrs. Betty -- Armstrong

Barkhause, Glen -- Surrey
Barnes, Marion -- Sardis
Berehaff, Mrs. R.
Beveridge, Allan A. -- Victoria
Boundary Community School Association -- North Vancouver
Bray, J. S. -- Kamloops
Buckmaster, Lori -- Surrey

Camosun College Council -- Victoria
Canadian Bar Association, B.C. Branch -- K. C. Woodsworth
Canadian Bar Association, B.C. Branch, Legal Education and Training Sub-Section -- James P. Taylor
Collins, Mrs. Faith B. -- Victoria
Curcio, A. T. -- Vedder Crossing

Dean, Geoffrey A. -- Surrey
Dobranski, Paula -- Langley

LETTERS--Continued

Frigon, F. J. -- 100 Mile House

Hatchett, S. J. -- Vancouver
Hea, Kevin -- Surrey
Higgs, K. M. -- Surrey
Holly Community School Advisory Council -- Surrey
Huber, Michael -- New Westminster
Hutchison, Nora -- Victoria

Jabberwocky Theatre for Children -- Vancouver
Jones, Mary E. -- Surrey

Kennedy, Robin G. -- Port Coquitlam
Ketchum, J. Bruce G. -- Castlegar
Ketchum, Jess -- Quesnel

Lamoureux, Roger -- Kamloops
Lushman, Cindy -- Surrey

Mawby, Keith E. -- Burnaby

Nallwag, Mrs.
Neustaedter, H. M. -- Vernon

Payne, Shirley J. -- Quesnel

Recreation Society of British Columbia -- Vancouver

School District No. 42 (Maple Ridge) Board of School Trustees
Shields, Madeleine -- Victoria
Shimansky, Nancy -- Surrey
Surrey-White Rock Family Life Association

Taletto, Mrs. Elinor -- New Westminster
Tekatch, Mrs. K. -- Burnaby
Thomas, Mick -- Surrey
Timmons, Sharon -- Surrey

Urry, Caryl A. -- Surrey

Winder, Alfred -- Surrey
Workers' Compensation Board -- Chilliwack